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# The Public Assistance Child in the Yakima Public Schools

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THE PUBLIC ASSISTANCE  
CHILD IN THE YAKIMA PUBLIC SCHOOLS

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A Thesis

Presented to  
the Graduate Faculty  
Central Washington College of Education

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Education

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by  
Ellen Kennedy Brzoska

August 1961

THE UNITED STATES OF AMERICA  
DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION

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Ellen Kennedy Brown

June 1965

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Dean Stinson, COMMITTEE CHAIRMAN

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Virgil J. Olson

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Howard B. Robinson

This book is affectionately  
dedicated to my husband and five sons  
who cooperated so splendidly during  
the long process of completing this  
work.

## ACKNOWLEDGMENTS

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## CHAPTER I

### INTRODUCTION

People who receive help through the Public Assistance Department of the State of Washington are a minority group who suffer much prejudice. Mr. Leyendecker (23:274) expresses this very well:

In this competitive society success or failure is measured in terms of economic status. The public's attitude toward the dependent still tends to range between condescension and contempt. The needy, therefore, finds his situation humiliating not only because of community attitudes but also (since he is likely to share the views of the society which he is a part) because of his own feelings of failure.

Many times the people in this group belong to another minority group, such as the Negroes or Mexicans, doubling the prejudice which may be directed toward them.

One needs only to bring up the subject of Public Assistance in any middle class group to find that each person has a picture of the welfare person. With few exceptions they picture a person who is not clean (generally downright dirty), with a multitude of children (many born out of wedlock) and low in intelligence. Generally, so goes the stereotype, relief monies are spent on cigarettes, alcohol, and other luxuries.

Perhaps this notion condemns the whole for the antics of the few. As Mr. Lucas says:

It is easy to be judgmental when one has had better education and economic advantages than the person one

is judging. It is particularly easy to be so when one is constitutionally better able to meet disaster or has not been called upon to meet the same problem (22:9).

Teachers who harbor these prejudices, and many of them do, are in a position to do a great deal to make sure that the children of these people continue in the path of dependency. Often the attitude is "What's the use? They'll grow up and repeat the pattern."

## I. PURPOSE OF THE STUDY

This study was made to determine how children who live on Public Assistance compare with other children in Yakima scholastically and intellectually and to see what kind of people their parents are. What is the educational level of the parents? What skills do they possess to help them make a living? Are they handicapped? Are there serious emotional maladjustments that keep them from functioning in a normal manner? Are they acquiescent or belligerent toward their position in society? What are their living conditions?

The final purpose of this study was to help teachers understand this group of children and, perhaps, point the way to helping these children educationally.

## II. LIMITATIONS OF THE STUDY

The group chosen for this study were all fifth grade children who attended Yakima Public Schools at any time

during the period beginning September, 1959, and ending June 1, 1960. All families who received any amount of public assistance during this time and had a child in fifth grade are a part of this study as are families in this group who were self supporting.

### III. IMPORTANCE OF THE STUDY

Most people who depend on public assistance for sustenance belong to the lower class in our culture. Many of them belong to the lower-lower class. Concerning the lower class group in general, Cronbach says:

What is important is the fact that there are more bright children in lower-class families than in middle class families because the lower class has more children. It is of great importance to stimulate and encourage these able boys and girls (8:139).

This study is aimed to point up the abilities and needs of this group so that teachers and educators will try to adjust their attitudes, methods, and materials not only to help but to allow these children to develop their highest potential. As the schools function now, in most instances these children are often encouraged and forced to remain in their original social group. Cronbach expresses this idea very well:

Children from middle-class, reasonably well-to-do homes are given more emotional support in the school than children from lower-status groups....All too often school life is a source of irritation rather than support for the less favored pupils....Thus the school convinces

the average lower-class child that he will find pleasure only in his own social group and their relatively irresponsible life (8:573-575).

#### IV. DEFINITION OF TERMS<sup>1</sup>

Aid to dependent children. This is money payments and services with respect to a dependent child or dependent children and the needy parents or relatives with whom the child lives.

Dependent child. This is a needy child under the age of eighteen who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of the parent, and who is with his father, mother, grandmother, grandfather, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle, aunt, first cousin, nephew, or niece in a place or residence maintained by one or more of such relatives as his or their homes.

Direct relief. Payment by cash or voucher to provide the necessities of life to a person and his dependents, this shall include materials furnished or services rendered for such purposes to such person and dependents in his own home.

Disabled person. See unemployable persons.

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<sup>1</sup>Definitions taken from Public Assistance Laws of the State of Washington published by the State Department of Public Assistance in October, 1959.

Federal-aid assistance. This refers to specific categories of assistance for which provision is made in any federal law existing or hereafter passed by which payments are made from the federal government to the state in aid or in respect to payment by the state for public assistance rendered to any category of needy persons, including old age assistance, aid to dependent children, aid to the permanently and totally disabled persons, aid to the blind, child welfare services and any other programs of public assistance authorized by this title for which provision for federal aid may from time to time be made.

General assistance. It shall include aid to unemployable persons and unemployed employable persons who are not eligible to receive or are not receiving federal-aid assistance.

Income. This is income in cash or kind available to an applicant or recipient, the receipt of which is regular and predictable enough that an applicant or recipient may rely upon it to contribute appreciably toward meeting his needs.

Institutional care. This is care provided by counties through hospitals, sanatoria, and homes or farms.

Need. The amount by which the requirements of an

individual for himself and the dependent members of his family exceed all income and resources available to such individual in meeting such requirements is called need.

Nondisabled person. This is an individual who does not have a substantial physical or mental handicap, but who is vocationally handicapped because of lack of training, experience, skills, or other factors which, if corrected, would lead to self support rather than dependency.

Old age assistance. This refers to any person past sixty five years of age who receives help through the public assistance program.

Public assistance. This is public aid to persons in need thereof for any cause, including services, assistance grants, disbursing orders, work relief, general assistance and federal-aid assistance.

Resource. Any asset, tangible or intangible, which can be applied toward meeting an applicant's or recipient's need, either directly or by conversion into money or its equivalent is a resource.

Unemployable persons. This refers to those who by reason of bodily or mental infirmity or other cause are incapacitated from gainful employment.



Unemployed employable persons. This term includes those who although capable of gainful employment are unemployed.

## CHAPTER II

### PROCEDURES

The names of all children in the fifth grade in the Yakima Public Schools at any time during the year beginning September, 1959, and ending June, 1960, were checked against records in the Department of Public Assistance in Yakima. By this method all children who had received any type of public assistance were identified.

Standardized test scores were used in comparing the public assistance children with other children in the fifth grade group. These test scores were obtained from the Permanent Record Cards on file at each school or at Davis High School in Yakima, where withdrawals are recorded.

The intelligence quotient as established by the California Test of Mental Maturity<sup>1</sup> was the authority in comparing these two groups of children intellectually.

Scores from the Iowa Every-Pupil Tests of Basic

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<sup>1</sup>Issued by the California Test Bureau. This particular test covers a grade range from four to eight. It has a correlation of 0.88 with Stanford Binet. It gives a language and non-language score. The average of the two provide the score on which I.Q. is based.

Skills<sup>2</sup> were used to compare the scholastic achievement of these two groups of children in language, arithmetic, and reading.

Background information concerning the Public Assistance families was obtained from the files of the Department of Public Assistance at Yakima. Case workers were interviewed to obtain further information for this study.

All information and results for this study are reported by means of tables and graphs in order to present in intelligible form the facts revealed by this study.

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<sup>2</sup>Published by Houghton Mifflin. This test was the elementary battery covering grades 3 to 5. The test covered Silent Reading Comprehension, Work-Study Skills, Basic Language Skills, and Basic Arithmetic Skills. A survey type test, it is designed to measure pupils' functional mastery of a wide variety of skills.

## CHAPTER III

### REVIEW OF RELATED LITERATURE

The problem of need in the midst of plenty has been with the world since time began. The Bible says, "The poor ye have always with you" (John 3:8). Leyendecker, a college professor and outstanding social welfare administrator, said, "There has never been a society so ordered that none of its members were ever in need" (23:10). Hammurabi's laws contain means of taking care of the needy in Babylonia. Every society in the world has this problem to solve as best they can.

#### I. GENERAL HISTORY OF POOR RELIEF

In the early tribal days, poverty was no problem. The head of the tribe, or chief, acted as protector to all members of the tribe. Mutual aid was a necessity and provided protection against the world and its disasters.

With the beginnings of religion, priests assumed leadership in providing protection for helpless persons. Friedlander, a professor in the school of Social Welfare at the University of California at Berkeley, says "Religious devotion became the most powerful incentive for benevolence and charity" (10:9).

The Hebrews stressed the problem of the poor. The relief of the less fortunate was one of the most important

religious duties. The way to a good life after death was through unselfish giving. Farmers and owners of vineyards left a small portion of the crop in the fields at the completion of their harvest. The poor were then allowed to glean the remainder of the harvest for their own use. Well-to-do persons contributed alms to the needy. The synagogue, or congregation, was quite active in helping needy persons. There was, however, no systematic care of the poor among the Hebrews.

The early days among the Romans found little charity as we know it today. Conditions, however, relieved the conditions of the poor. Dr. Gillan (13:137), a well known author of books concerning social problems, explains that slavery replaced pauperism because it "secured subsistence of a very large proportion of the poor." He pointed out that the system of clientage, whereby members of a group of dependents were attached to patrician families and received sustenance from them, helped relieve poverty among the people of a rank higher than the rabble. Concubinage, widely practiced in early Roman society, he considers to be a "primitive kind of 'mothers' pension."

As a political feat the different Roman emperors made gratuitous distributions of grain to the poor. In the early days in Rome, this happened only occasionally. In the days of Augustus, the distribution of wheat became a monthly

occurrence. The practice soon became accepted. Gibbon, the historian, described this practice quite minutely:

For the convenience of the lazy plebeians, the monthly distributions of corn were converted into a daily allowance of bread; a great number of ovens were constructed and maintained at the public expense; and at the appointed hour, each citizen, who was furnished with a ticket, ascended the flight of steps which had been assigned to his peculiar quarter or division, and received, either as a gift or at a very low price, a loaf of bread of the weight of three pounds for the use of his family (12:1:201-2).

In Rome, too, private citizens and groups often helped to support the children of the poor.

Help for the poor as a group was practiced somewhat in early Roman days, but the consistent, daily care of the poor was unknown in those times.

During the Middle Ages the social structure was quite stable. The Lord of the manor, in theory at least, cared for the serfs in his jurisdiction. The parish church took care of the poor and the great monasteries gave food and temporary shelter to any that came to their door, wealthy as well as poor. A strong emphasis on charity led to the founding of many institutions for the care of the sick and the poor. Strong religious pressure kept these institutions well supported by charitable donations. Individual almsgiving also helped support the poor. Poverty was not a disgrace. Voluntary poverty for religious motives was highly regarded. Many people of high social caste would renounce all their worldly goods, embrace poverty, live on alms, and

devote their lives to the sick and poor. Begging was an accepted means by which religious people and scholars travelled throughout the medieval world (23:23).

Then came the Black Death, a disease which killed many lower class people as well as people of other classes, reducing the population by a third. This resulted in a labor shortage that spelled the end of feudal society. Wages came into being, and the serfs left the manor and the type of security it had to offer and went to the towns to better their lot. Early laws were enacted to keep the serf in his place at the manor. No attempt was made to deal with the need which arose from so much exodus to the towns (23:24).

With the breakdown of feudalism, cities began to grow in size. Commerce developed and money became a medium of exchange. The number of poor increased to such proportions that the church charities and other charitable organizations, such as the guilds, were not able to handle the burden. The cities had to do something about this widespread want (13:150).

During the fifteenth century, conflict between the church and state developed. The church encouraged pauperism and draped the idea with respectability. The local and state governments found the many wandering beggars to be an unbearable nuisance. The frequent mismanagement of church institutions and abuse of funds caused the state governments to set up boards to supervise the spending of funds and the

management of the institutions. This conflict was to continue until the care of the poor was transferred to the jurisdiction of the state (10:11).

In the sixteenth century, Juan Louis Vives, a noted scientist, developed a program for poor relief:

He proposed dividing the city into parish quarters in order to investigate the social conditions of every pauper family, and providing for aid through vocational training, employment, and rehabilitation, instead of through the customary distribution of alms (10:12).

These ideas were far ahead of their time. It took two and a half centuries for the ideas of Vives to take root. His program was widely used in Europe after 1788.

Father Vincent De Paul did much to reform the charities of the Catholic Church. Having been, by circumstances, forced to live among the very poor, he became aware of their problems. He organized the aristocratic ladies into an order called "Ladies of the Charity." They visited the poor and gave them food and clothing. Young peasant girls interested in doing charitable work he organized into a group called "Daughters of Charity." They attended the poor and were trained in nursing. "The ideas of Father Vincent introduced important reforms in the entire charity program under Catholic auspices, not only in France but also in other Catholic countries (10:13)."

Martin Luther appealed to the nobility to outlaw begging and to set up a community chest for the aid of the



poor. Asking for alms was not only an easy way of making a living but was also socially acceptable. Until this cloak of respectability was removed from begging, it would remain an almost uncontrollable menace. Martin Luther and many of the other Protestant reformers did much to see that help was given only to persons who really needed it.

## II. HISTORY OF POOR RELIEF IN ENGLAND

In early English history the pattern of poor relief was parallel to that of the rest of Europe. The parish churches took care of the needy of the parish. Gradually, as the number of indigent persons increased, the care of the needy was extended to the monasteries, convents, abbeys, and hospitals. No one of these institutions did anything to change the social conditions which were the root of the problem (10:14).

From the twelfth to the fifteenth century the guilds aided the church institutions in the care of the needy (10:15).

The King and Parliament ignored the conditions. It took the Black Death, which killed two thirds of the English population over a two year period, to bring the first legislation concerning this problem. The wages rose due to the shortage of laborers. The nobles were pressed to get workers. The Statute of Laborers was issued in 1349 by King Edward.

Its main purpose was to help the landed gentry. It was designed to force all able bodied beggars to work and to prevent begging and vagrancy (10:15-16).

In 1531 Henry VIII issued a statute providing that all beggars and paupers who were not able-bodied should register with the authorities and get an assigned area to beg in.

In 1539 Henry VIII of England took over all the properties of the Catholic Church in England and distributed these properties among his favorites. Four hundred sixty of these were institutions which provided poor relief in some form or other. The seizure of these properties left England with no help for needy people.

The process of "enclosure," converting farm lands into pasture for sheep because it was more profitable, caused much unemployment for laborers and dispossession of tenants. Much pressure was exerted on the state to help the needy people and eliminate some of the misery. The state was forced to assume responsibility for the help of the needy (10:16).

The statute of 1536 ruled that paupers must be registered with their parish after they had lived there three years. The parishes maintained these paupers through church donations. All able-bodied beggars were forced to work. All children of paupers from five to fourteen were taken from their parents and assigned to masters (10:16).

In 1562 the Statute of Artificers tried to regulate wages and set up an apprentice system to increase the skill of artisans.

Parliament had to adopt a law in 1563 which forced every householder to pay property and income tax to finance poor relief.

Queen Elizabeth signed a statute in 1572 to raise a general tax to provide for poor relief.

Work houses were set up in 1576 where the able-bodied poor were forced to work.

The Statute of 1597 set up church wardens as overseers of the poor, ordered almshouses to be built for the poor who were unable to work, and made parents and children liable for each other's support.

The Elizabethan poor law, technically known as the Poor Relief Act of 1601, was designed to handle the problems of the needy of England. Its pattern for dealing with the needy is still in evidence today. The act itself was merely "a codification of the entire precedent of poor relief legislation" (10:17).

The Poor Relief Act accepted the responsibility of the state to provide for the needy. It established administrative agencies in the form of "overseers of the poor" who were chosen from the parish and served without pay. Since it was realized that charity was not sufficient to care for the

needy, the state was authorized to tax people to get money to support the needy. Unemployable people could be maintained in an almshouse or helped in their own home. The employable people were to be put in a workhouse or house of correction if work could not be found for them. Dependent children were bound out to householders until they become old enough to work. The almshouse and workhouse were recognized as a way to correct the condition of the poor but were not used very much until later. Relatives were supposed to care for their own needy. All needy people were to be returned to their own parish to get help. Each parish was responsible only for its own needy (23:21-30).

The needy of England were cared for by the precepts of this "poor law" into the early twentieth century. In recent years England has adopted a widespread social welfare program.

### III. HISTORY OF POOR RELIEF IN THE UNITED STATES

When the colonies were first setting up their colonial legislation in 1647, the announcement was made that the Elizabethan Poor Law would be in effect. This was so until 1687 when the General Assembly of Rhode Island authorized taxation on real property to finance poor relief.

In New York, under the Dutch, the churches took care

of the poor relief. In 1664 when the English took over there was very little done about poor relief. As White says, "The local authorities were slow to admit that there were poor persons in need of assistance, and efforts were made by one authority to shift the burden to another" (33:38). In 1695 overseers of the poor were selected to take care of the needy in New York City.

Care of needy persons in each colony, regardless of the cause of need, was the function of the poor law and the people charged with administering it. White says, of this period in poor relief:

Criminals alone among wards of the town or colony received treatment outside the poor law, and this treatment was usually severe and vindictive. The unemployed, the sick, the physically handicapped, the insane, the feeble-minded, and the aged who could not take care of themselves or who had no relatives legally responsible for their care, were "poor persons" in the eyes of the law. Treatment consisted of physical maintenance, supplemented occasionally by such limited medical attention as could be provided. Care might be given as outdoor relief, in an almshouse, or in the home of a family that agreed to take the poor person for a stipulated amount per month or year. The workhouse was available in many cities for those suspected of being "work shy." The powers of the local authorities were derived partly from tradition and partly from statutory enactments of the colonial legislatures (33:39).

The Constitution of the United States adopted by the Convention in 1787 made no provision for care of the needy. In 1791 the tenth amendment, added to the Constitution, gave all powers to the states which had not been given by the Constitution to the United States. This left public welfare

legislation up to the individual states. They in turn delegated this power as far as relief of the poor was concerned to the counties and cities (33:41).

In 1816 when Indiana came into the Union, its Constitution gave authority to provide for poor relief. In 1821 in Knox County an almshouse was built to house the poor. In 1831 the rest of the Counties in Indiana adopted the same procedure. These poor asylums housed the indigent sick, the feeble minded, the mildly insane, the crippled, and the able bodied poor. Children of paupers could be apprenticed out by the poor relief authorities (33:42).

During the last half of the nineteenth century many states built institutions to separate some of these groups needing poor relief so they weren't all housed in one institution. The coordination of public welfare at the state level had begun (33:43).

Massachusetts was the first state to move in this direction with the establishment of the State Board of Charities. This board was to "investigate and supervise the entire system of charitable and correctional institutions and recommend changes in the interest of economy and efficiency" (33:45).

Most states followed Massachusetts's lead. There was much controversy over centralization of control of the state welfare institutions. Local public welfare became more and

more state supervised. This was caused by federal provision of relief funds to the state and the requirements attached to these funds (33:45).

The Federal Government had shied away from public assistance legislation until 1930 when the pressures of unemployment caused by the depression forced the Federal Government to enact some emergency legislation. This legislation has now been amended and set up as a permanent basis for relief of the poor (13:164).

The groups of needy have been separated into different categories, and institutionalization is gradually being done away with except for the feebleminded. Modern medicine has helped this trend (23:88).

The Federal Government now has matching funds available for states to use in their care of needy persons. The United States Department of Health, Education, and Welfare and the United States Department of Social Security are in charge of the various programs for the care of needy or indigent persons (33:47).

#### IV. HISTORY OF POOR RELIEF IN THE STATE OF WASHINGTON

In 1854 the legislature of the Territory of Washington passed an act concerning the way in which the poor would be cared for, which, with a few modifications, constituted

the Pauper Law on the statute books to the middle nineteen forties. The County Commissioners were given complete charge of the poor in their county. The local authorities were to take care of the relief of the poor.

Relatives were named responsible for the support of their own poor. "Order of responsibility was established in the following sequence: (1) children; (2) parents; (3) brothers and sisters; (4) grandchildren; (5) grandparents" (16:8). If the poor person had no relatives they were to be cared for through relief of some kind.

In order to receive relief the person had to be a resident of the Territory of Washington for at least twelve months. There was some emergency aid available to non-residents. Later provision was made to remove the non-resident from the county where he had become a dependent to his original place of residence. Any one who should bring and leave a pauper in a county which was not his place of residence was subject to a one hundred dollar fine (16:8).

Minors who had no visible means of support were to be apprenticed out to a householder.

The Board of County Commissioners could, if they saw fit, have workhouses built for the paupers of the county to work in and reside in.

Thus the first Pauper Act of 1854. . . fitted logically into the poor law legislation of that time. The first Territorial Legislature of Washington blazed



no new trails in the provision of relief to the dependent and distressed (16:8).

In 1863 this same Pauper Act was reenacted. In 1879 it was amended, as far as residence is concerned, from one year to six months required residence before being eligible for relief money (16:10).

In 1881 the Pauper Act of 1854 was re-enacted except that the towns or cities had the responsibility of the poor in their jurisdiction rather than the Board of County Commissioners. The fine for importing paupers was increased to five hundred dollars (16:11).

In 1889 Washington became a state and the Pauper Act of the Washington Territory became a state law.

In 1927 the practice of apprenticing pauper children was stopped and that portion of the Pauper Act of 1854 was repealed (16:12).

Unemployment had reached such proportions in the State of Washington by 1933 that the situation was acute and some legislation became necessary (16:15).

House Bill No. 35 passed and was signed by the governor. This established "a thorough going state-wide organization possessing central authority and responsibility, authorized to administer relief" (16:18). Most of the provisions of this bill broadened the relief field to include the unemployed. No set amount of money was established, but

relief was to be doled according to the needs and resources of the applicant.

Bill No. 283 created an emergency relief fund and appropriated money to it from the state general fund.

In the 1933-1934 session an act was passed authorizing cooperation with the Federal Relief Administration.

Hathway says of these years:

Unemployment legislation is thus confined almost exclusively as yet to remedial measures. These measures have been directed toward providing direct and/or work relief to all persons in the State who are unable by reasons of economic depression to maintain themselves and their dependents (16:20).

The present State Department of Public Assistance had its beginnings in the relief legislation of 1933. Hathaway and Rademaker made this prediction in 1934:

The success and comparative efficiency of this centralized relief administration, contrasted with the situation under local administration, will doubtless have a powerful influence upon the attitudes of both people and Legislature toward the future administration of relief in this state (16:20).

When the first White House Conference was held in 1909, the topic of conversation was mothers' aid. In 1913 because of all this publicity, a mothers' pension law was enacted in Washington State Legislature. In 1915 an act was passed that broadened the mothers' pension to include children. Deserted mothers were excluded from aid under this act. Also the mother had to show residence in the state for at least three years. In 1919 deserted or divorced

mothers became eligible for aid as did unmarried mothers. From 1919 on repeated efforts were made to modify provisions of the act, which was amended that year, but nothing was passed (16:21).

Special relief in the State of Washington has been provided for soldiers, sailors, and marines since 1888. This is a form of poor relief, but in this state it is quite a separate thing (16:26-29).

In 1933 an Old Age Pension Law was passed by the Legislature, the first law of its kind to be passed in the State of Washington (16:29-32).

The indigent blind were provided for by the Washington State Legislature of 1933, as were the handicapped. They were to be rehabilitated and aided in finding gainful employment with the relief money provided (16:33-34).

The 1933 State Emergency Relief Administration was a temporary measure to cover the emergency caused by the depression. The Legislature created the State Department of Public Welfare in 1935 in an attempt to evolve a permanent state-wide program against dependency. In the same year the Department of Social Security and a Public Assistance Code were created (17:162).

Federal legislation in 1935 established matching funds for the following programs:

Old Age Assistance; (2) Aid to the Needy Blind;

(3) Aid to Dependent Children; (4) Child Welfare Services; (5) Services for Crippled Children; (6) Maternal and Child Health Services; (7) Public Health Work; (8) Vocational Rehabilitation Work; (9) Unemployment Compensation (17:163).

The Washington State Department of Social Security cooperates with the Federal Government in administering the nine agencies mentioned above.

The 1939 legislature established a Social Security Committee to supervise the social security program of the state. A County Administrator is appointed by the Board of County Commissioners. The State Department of Social Security is in charge of the administration of public assistance but they act through the County Administrators. This Committee is to:

. . . maintain state-wide or regional programs of assistance covering such services as the committee believes can be most economically and efficiently administered on such a state-wide or regional basis (17:163).

This Committee must administer this law.

The administration of public assistance in Washington State has a centralization of operations and a decentralizing of services which Heffelfinger felt was quite advantageous.

The Department of Public Welfare now bears the name of Department of Public Assistances, a very recent innovation.

County Administrators have case workers who

investigate the claimant's circumstances and recommend that he get help if his case is sufficiently valid. The claimant can make a protest to the County Administrator if he feels his case was not handled properly. After the County Administrator, he may appeal to the Director of Public Assistance and after him to the civil courts (2:116-117).

The State Public Assistance Committee consists of the Governor, Director of the Budget, and another member appointed by the Governor. Its duties are to see that Federal Laws are carried out and to approve the county welfare budgets (2:117).

The State Advisory Committee on Public Assistance consists of seven members appointed by the Governor with Senate consent. Its duties are to:

. . .study the operation of the public assistance program and recommend to the Governor any changes in the procedure which its members believe advisable (2:117).

The State Welfare Medical Care Committee has twelve representatives of medical services, public officials, and the general public. Its purpose is to advise the State Department of Public Assistance on minimum standards of medical care for people receiving public assistance.

July 1, 1961, a change took place in the distribution of the monies for Public Assistance. On this date the children of unemployed persons became eligible for Aid

to Dependent Children. Previous to this the only families who could get this aid were the abnormal family, where the father had deserted or a parent was deceased. Now the father may be in the home and the children will still be eligible for aid. The aid allowable for one family per month is not to exceed three hundred dollars. That amount will be for only the very large families(Engrossed Senate Bill 1:Chapter 26).

#### V. PUBLIC ASSISTANCE PROGRAM IN WASHINGTON STATE

The Public Assistance program is divided into five classifications. Anyone needing assistance is fitted to his particular category.

Old Age Assistance is the category under which elderly persons not able to support themselves receive aid through public funds (31:34).

Aid to Dependent Children provides the living for children whose father has deserted, whose father is divorced and unable to pay support, whose father is deceased, whose mother is not married, or whose parents are deemed unfit by court decision. If the mother is judged employable, the children are not eligible for Aid to Dependent Children until July 1, 1961. Some divorced fathers are able to pay some support. Aid to Dependent Children supplements that

amount to bring to the total deemed necessary for that particular family. A vocational rehabilitation program is provided to train employable mothers. In the State of Washington the average stay on Aid to Dependent Children is twenty-two months (31:8-10;31:20).

Aid to the Blind provides vocational rehabilitation as well as the necessities of life for persons who are blind. Under this program many blind persons are becoming self supporting (31:30-32).

Disability Assistance is provided for any wage earner who is injured or handicapped in such a way as to be unable to support himself. Under this program rehabilitation is provided if the handicap permits (31:9).

General Assistance includes all the remaining cases on Public Assistance roles. These are persons deemed employable but who do not have jobs.

## VI. PUBLIC ASSISTANCE LAWS IN THE STATE OF WASHINGTON

An applicant for public assistance in the State of Washington may retain the following resources: the home in which he resides, household furnishings and personal resources, an automobile, cash, marketable securities or life insurance not to exceed two hundred dollars in value for a single person or four hundred dollars for a family, and

other personal belongings that are useful or have sentimental value (32:74.04.005).

Public assistance shall be awarded to any applicant who is in need, who has not made a voluntary assignment of property or cash for the purpose of qualifying for an assistance grant, and who is not an inmate of a public institution except as a patient in a medical institution and who is not a patient in an institution for mental disease or a patient in a medical institution because of a diagnosis of psychosis (32:74.08.025).

To be eligible for old age assistance the individual must pass the general eligibility requirement, be sixty-five years old, have resided in the State of Washington for five of the nine years preceding the application, and have one year of continuous residence immediately preceding the application (32:74.08.030).

Public Assistance Law concerning the amount of the grant and the standard of assistance is as follows:

Grants shall be awarded on a uniform state-wide basis in accordance with standards of assistance established by the department. The department shall establish standards of assistance for old age assistance, aid to dependent children, aid to the blind, and general assistance to unemployable persons which shall be used to determine an applicant's or recipient's living requirements and which shall include reasonable allowances for shelter, fuel, food, clothing, household maintenance and operation, personal maintenance, and necessary incidentals. The total dollar value of the assistance budget shall, under average conditions, be not less than seventy-five dollars per month for an individual living alone; but a recipient shall not



receive a grant of seventy-five dollars. Grants shall be paid in the amount of requirements less all available income and resources which can be applied by the recipient toward meeting need, including shelter.

In order to determine such standards of assistance the department shall establish objective budgetary guides based upon actual living cost studies of the items of the budget. Such living cost studies shall be renewed or revised annually and new standards of assistance reflecting current living shall determine budgets of need (32:74.08.040).

Disability assistance requires that the individual qualify under the general eligibility requirements, be permanently and totally disabled, be over eighteen years of age, have been a resident for at least one year prior to application, and be willing to submit himself for examination (32:74.10.020).

To be eligible for vocational rehabilitation, a person must be a non-disabled person, the head of a household, have potential capacity, be accessible to services, and be referred by a public assistance agency (32:74.11.030).

An applicant for aid to dependent children must pass the general eligibility requirements and be a resident for the year preceding application, be born within the last year, and whose parents or relatives with whom he lives have lived in this state a year immediately preceding his birth or whose parents or relatives with whom he lives have been a resident of this state for one year immediately preceding the application (32:74.12.130).

It is against the law to transfer property in order to be eligible for public assistance (32:74.08.330).

The rehabilitation program is left in the hands of a board which carries out this law. Its purpose is to vocationally rehabilitate and place in remunerative occupations, insofar as it is deemed possible and feasible, persons eligible for these benefits (32:74.11.040).

Federal laws have certain controls over what the states can do. Unless the state meets the standards of qualification set by the federal law concerning public assistance in each category, the state become ineligible for matching funds. In this way the Federal Government is able to exert quite a bit of control of the assistance program in each state.

## VII. PUBLIC ASSISTANCE IN YAKIMA COUNTY

Paul Bowden, Administrator of the State Department of Public Assistance, made two studies of the characteristics of employable families receiving public assistance in Yakima County. His first study was made in March of 1956.

In this study (5:1) 223 families out of 242 were available. This was about 18 per cent of the total assistance group at this time. He used the questionnaire method. This study included every fifth employable family receiving assistance in the last half of January, 1956.

The total family income and earnings of the primary wage earner (generally the father) for the year 1955 were in 67 per cent of the cases between five hundred and two thousand dollars. In 56 per cent of the cases the earnings were between five hundred dollars and one thousand. The total income on the average for this group was \$272.85 per person per year. In this group 83 per cent were agricultural workers, 9 per cent were laborers, and 8 per cent were skilled, semi-skilled or clerical, though part of their work report included agricultural labor. The number of members in this group was four and five tenths persons per family.

The heads of households in this group were poorly educated. Eleven per cent had not completed the first grade. Thirty five per cent completed no higher than fourth grade. Eighty six per cent completed no higher than eighth grade. The median level of this group was sixth grade level in education. The 1950 census shows the median education of all persons over twenty five years of age to be eleven and two tenths years. Only 6 per cent of the assistance group had a high school education.

In this group 18 per cent own their own home. Only 2 per cent have an equity of four thousand dollars or more in their homes. The median equity in a home is one thousand five hundred dollars.

Sixty six per cent own an automobile. The median

age is a 1947 model car. Less than 1 per cent own a 1952 or later model car.

Twenty one per cent of the families have television.

Twenty four per cent received assistance from other community agencies during the winter.

Eighty per cent of these families have been residents for five or more years. Five per cent have lived in Yakima County for less than a full year.

Twenty one per cent have received assistance each of the past five winters. Thirty six per cent have received assistance for only one winter.

Thirteen per cent of these people indicated no plan or hope for independence. Forty seven per cent had hope of becoming independent but no concrete plans as to how to accomplish this purpose. The rest had some definite plans for reestablishing themselves.

In January, 1961, Mr. Bowden made another study to see what changes if any, had taken place during the intervening five years. He made this study "so that the State Department of Public Assistance and the public will better understand the problems confronted by these families, how they meet and how they can be helped to meet these problems" (6:1).

A questionnaire was used to obtain the information. Every fifth family headed by an employable person on the Public Assistance rolls in the last half of January, 1961,

was a part of this study. This included 249 families, 238 of which were available to fill out the questionnaires. This is about 20 per cent of the total number families receiving assistance during the last half of January, 1961.

In this group the average was four and six tenths persons per family while the 1961 average for all employable persons was four and three tenths persons per family.

The average income for this group was \$314.43 per person for the year 1960, or \$1,445.10 per family for the same year. Ninety one per cent of this income was earnings. Twenty two per cent have incomes under five hundred dollars in 1960. Fifty five per cent earned under one thousand dollars. Eight per cent earned over twenty five hundred dollars.

Twenty nine per cent of these people are under thirty years old. A larger number of young men are asking for assistance during the winter months.

Seven per cent did not complete first grade. Eighty one per cent completed no more than eighth grade. Forty per cent completed sixth grade. Fifty seven per cent completed seventh grade. The median educational level is seventh grade. The educational level has increased slightly. "It is still true that very few people who finish high school find it necessary to apply for assistance because of unemployment" (6:11).

Seventy nine per cent of this group depend on farm labor for a livelihood. The rest are laborers with a few semi-skilled workers. A slightly lower per cent of employed recipients are depending on farm labor.

The report on home ownership is almost identical to the one five years ago.

Sixty three per cent own an automobile. The median is a 1951 model. Less than 1 per cent own a 1955 or later model car. This shows a slight decline in car ownership in this group.

Sixty four per cent of this group have television.

Eighty six per cent of the families have lived in Yakima County five years or more. Three per cent have lived here less than a year. Most public assistance recipients came to this county as adults but most of them are now established residents.

Case workers were asked, through indirect methods, to find why these people came to Yakima County. The majority stated that they came to get work and be near friends or relatives.

Half of the families received assistance four or five years out of the past five years.

## CHAPTER IV

### CAUSES OF DEPENDENCY

The problem of poor relief the United States is attempting to deal with today had its roots in the period after the Civil War. At this time industry had begun to expand at a great rate. The main need was a large supply of labor. Many people in the crowded countries of Europe were ready, willing, and able to fill this demand. They came into this country in large numbers. This caused many problems.

The large influx of emigrants from Europe was a contributing factor to chronic unemployment along with the evils of industrialization. Mr. Bremner says that some European cities rid themselves of their paupers by paying passage to America. "Thus, in 1839 in the midst of the depression, a miserable company of immigrants, many still wearing the uniform of the Edinburgh almshouse, arrived in New York; their transportation had been arranged by the overseers of the poor of Edinburgh" (29:297.298).

The immigration of Mexicans, Puerto Ricans, and southern Negroes and Whites is causing a further burden on an already overstocked market for unskilled labor. The problem confronting society today is to help these people find a niche other than that of dependency.

The greatest cause of dependency is old age. For the two year period from July, 1958, to June, 1960, the average per month of persons receiving assistance in the State of Washington was 131,321 persons. Of this total, 53,297 received Old Age Assistance (31:table 14).

In the former, predominantly rural, community there was a position for the elderly person to fill on the farm. When he became too old or too infirm to work he was cared for by members of his family. There were, of course, exceptions to this as noted by the ballad "over the Hill to the Poor House" in which an elderly woman bewails her lot in a multitude of verses. Her children were several decades ahead of their times.

In the years since the Civil War changes have taken place in the family. The homes have become smaller; mechanization has made it possible for one person to manage quite a large household without help. The elderly parent is no longer needed to assist in the management of the home.

The aged parents are no longer considered the responsibility of the children. Whereas parenthood used to be a kind of old age insurance, such is not the case now. This, of course, results in public responsibility for the aged who have not been able to provide for their own old age.

According to a Bulletin issued by the Department of Public Assistance (31:20), the caseload in old age assistance



has become older and more infirm. An increasing number are in nursing homes and many have health problems.

Care of dependent children is a large portion of the Public Assistance Program. In the same two year period mentioned previously (31: table 15), the average number of dependent children on Public Assistance roles in the State of Washington was 40,398 per month. Since 1950 the number of children under eighteen years who receive Aid to Dependent Children has increased 42 per cent.

Wilensky and Lebeaux (34:67) report that divorce is on the increase in the United States as a result of the industrialization and mobility of our present society. They found desertion, annulments, and informal separations to be quite common. In 1953, 19.6 per cent of dependency cases receiving Aid to Dependent Children were unmarried mothers. Thirty four and six tenths per cent of Negroes receiving Aid to Dependent Children were unmarried mothers.

According to Wilensky and Lebeaux (34:99), the lower class has shown the greatest effect of industrialization and its accompanying problems. The broken family is quite prevalent in the lower class. They found as a contrast that the college educated professionals of high status have a low divorce rate. They are more mobile socially and residentially than the manual workers.

Seventy two per cent of the cases of Aid to Dependent

children in this state have no father in the home. For the nation as a whole it is 65 per cent (31:20).

In 1958, 9.5 per cent of Aid to Dependent Children cases involved unmarried mothers. In the same period for the nation as a whole the percentage was 20.3. The percentage of unwed mothers rose to 29.4 for 1959 in this state (31:21).

Death of the father is the contributing factor to Aid to Dependent Children in a few cases. Families who need assistance due to the death of one or both parents are usually families who were in a rather precarious position previous to the death of the member.

The present Aid to Dependent Children caseload contains a considerably higher proportion of recipients with serious family problems (31:21).

Children become dependent on public support through death of a parent or parents, divorce, illegitimacy, and desertion by one or both parents.

A physical handicap of one kind or another may be a factor in causing persons to seek Public Assistance. There are many cases where a badly crippled person has made an adequate or more than adequate living for himself while one much less apparently crippled may be dependent on public assistance. Queen and Guenther explain the pathology of this by saying:

We may say that the adjustment of a crippled person to the individuals and group with whom he associates is directed by his ability to adapt himself to his physical limitations. The degree of physical impairment may be diagnosed with more than reasonable accuracy and treated medically with more or less predictable results. The degree of emotional adjustment varies with social and personality factors of each individual and defies accurate prediction (27:113).

In establishing employability of people, it is difficult to say that someone is or is not employable. It is impossible to look into a person's record and know what his attitudes toward himself are. The wrong emotional concept of one's own abilities and capabilities can be more of a handicap than some apparent physical defect.

During the time from July, 1958, to June, 1960, 791 blind persons were given Public Assistance on the average per month. Through rehabilitation and care, the number of blind receiving Public Assistance is becoming smaller.

Three thousand nine hundred seventy three children were cared for in foster homes per month on the average during 1958-1960 in Washington (31:table 14). Seventy two per cent of the children in foster homes are placed there by Juvenile Court because the child's parents have abandoned him, have neglected and abused him, or have been so inadequate that they have not provided him with even a minimum standard of home life. The remaining 28 per cent have been placed in foster homes temporarily until their parents could reestablish themselves and make a home for their children.

The final and fairly large group receiving public assistance is a group classified as general assistance. In the two year period from July 1, 1958, to June 1, 1960, the monthly average of persons receiving general assistance was 26,131 (31:table 14). The people in this group may be dependent for a number of reasons but primarily because of a lack of employment.

Wilensky and Lebeaux feel that extreme specialization is the cause of much unemployment. The trend is to over-all specialization and a shift away from hand work toward brain work and personal contact. For anyone lacking the ability to perform, in other than hand work, the jobs are limited. This results in unemployment of certain lower class groups with future employment doubtful.

The social composite of dependent people has changed with industrialization. Low education is one characteristic of this group. The heads of the families are unemployed, disabled, or retired. Their occupations were on the bottom of the status list for occupations. Fifty nine per cent were laborers, service workers, and operatives in 1954, according to the Congressional Sub-Committee on Low-Income Families (34:109).

Low mentality has a limiting effect on the skills which can be developed by persons so handicapped. When there are few unskilled jobs available, this group of persons

is often unemployed.

Industrialization and mechanization has caused workers to become highly specialized. Along with this intense specialization comes an inevitable obsolescence of skills and certain skills are no longer needed; the skilled worker becomes one and the same, as far as employment is concerned, with the unskilled worker.

As a rule the person who has had little or no schooling is handicapped in his ability to do many kinds of work. He is usually limited to the area of unskilled labor. The unskilled jobs available are not sufficient in number to provide work for the large unskilled labor supply.

The migratory worker must often have some sort of assistance during the months when there is no work for which to migrate. These workers often are subject to exploitation. They often work long hours, under poor conditions, for low wages. When there is no seasonal work they are destitute. Hopkins, in his study of seasonal employment in Washington State, has this to say:

A considerable group within the seasonal worker class is "non compensated," that is, their wages when working are not sufficiently high to enable them to live all year on a scale commensurate with steady workers of the same grade. Therefore, many of them will become objects of charity, or philanthropy, during the slack months (20:151).

Hopkins found that seasonality in Washington was a serious problem. He says:

It is immediately apparent that problems of seasonality are especially pressing in Washington. It is possible that growth of large scale industry in the State will permit of more elaborate plans for regularization, but it is improbable that these will result in more than a partial cure (20:110).

Minority groups such as Negroes, Mexicans, and poor Whites from the south find that they are discriminated against in jobs. Negroes, especially, find it difficult to obtain a job if there is a shortage of available jobs. Often these minority groups suffer from inferior educational opportunities and are confined to the field of unskilled labor.

A few of the other contributing factors to unemployment are having served a prison term, alcoholism, drug addiction, and insanity.

Finally, an inadequacy and immaturity of character which may be inherent in certain individuals makes them prefer to live by the labor of others. These persons make up a small group of chronic public assistance recipients.

## CHAPTER V

### THE POOR YE HAVE ALWAYS WITH YOU

Some of the world's greatest minds had definite ideas about the relief of the poor. Hobbes, the great writer on political science, expressed his view on aid to the poor thusly:

And whereas many men, by accident inevitable, become unable to maintain themselves by their labour, they ought not to be left to the charity of private persons, but to be provided for, as far forth as the necessities of nature require, by the laws of the Commonwealth. For as it is uncharitableness in any man to neglect the impotent; so it is in the sovereign of a Commonwealth, to expose them to the hazard of such uncertain charity (19:157).

Many persons feel as Plato did:

Now he is not to be pitied who is hungry, or who suffers any bodily pain, but he who is temperate, or has some other virtue, or part of a virtue, and at the same time suffers from misfortune; it would be an extraordinary thing if such an one, whether slave or freeman, were utterly forsaken and fell into the extremes of poverty in any tolerably well-ordered city or government. Wherefore the legislator may safely make a law applicable to such cases in the following terms:--Let there be no beggars in our state; and if anybody begs, seeking to pick up a livelihood by unavailing prayers, let the wardens of the agora turn him out of the agor, and the wardens of the city out of the city, and the wardens of the country send him out of any other parts of the land across the border, in order that the land may be cleared of this sort of animal (26:783).

Aristotle solved the problem of the poor in a different way. He said:

Yet the true friend of the people should see that they be not too poor, for extreme poverty lowers the character of the democracy; measures therefore should be taken which will give them lasting prosperity; and as this is equally the interest of all classes, the proceeds of the public revenues should be accumulated and distributed among its poor, if possible, in such quantities as may enable them to purchase a little farm, or, at any rate, make a beginning in trade or husbandry (1:524).

Montesquieu went farther than Aristotle:

The alms given to a naked man in the street do not fulfill the obligations of the state, which owes to every citizen a certain subsistence, a proper nourishment, convenient clothing, and a kind of life not incompatible with health (25:199).

One group of thinkers follow J. S. Mill and feel that the individual loses his other rights when he ceases to provide his own sustenance and allows the state to take over. Mr. Mill said of this:

He who cannot by his labour suffice for his own support has no claim to the privilege of helping himself to the money of others. By becoming dependent on the remaining members of the community for actual subsistence, he abdicates his claim to equal rights with them in other respects. Those to whom he is indebted for the continuance of his very existence may justly claim the exclusive management of those common concerns, to which he now brings nothing, or less than he takes away.

To this same group of thinkers belong those who think that the people who are living on assistance should lose the privilege of deciding how many children they will have, the privilege to vote, the privilege of spending their monthly allotment as they see fit, or of making decisions about their family and affairs.



Kant, the famous German philosopher, had this opinion about aid to the poor:

The people have in fact united themselves by their common will into a society, which has to be perpetually maintained; and for this purpose they have subjected themselves to the internal power of the state, in order to preserve the members of this society even when they are not able to support themselves. By the fundamental principle of the state, the government is justified and entitled to compel those who are able, to furnish the means necessary to preserve those who are not themselves capable of providing for the most necessary wants of nature. For the existence of persons with property in the state implies their submission under it for protection and the provision by the state of what is necessary for their existence; and accordingly the state founds a right upon an obligation on their part to contribute of their means for the preservation of their fellow citizens. This may be carried out by taxing the property of the commercial industry of the citizens, or by establishing funds and drawing interest from them, not for the wants of the state as such, which is rich, but for those of the people. And this is not to be done merely by voluntary contributions, but by compulsory exactions as state burdens, for we are here considering only the right of the state in relation to the people (21:443).

Boswell, a famous Scottish writer, had a benevolent understanding of the poor:

And you may depend upon it, there are many who cannot get work. A particular kind of manufacture fails: Those who have been used to work at it, can, for some time, work at nothing else. You meet a man begging; you charge him with idleness: he says, "I am willing to labour. Will you give me work?"--"I cannot."--"Why, then you have no right to charge me with idleness" (4:428).

Hegel summarizes his thought this way:

Against nature man can claim no right, but once society is established, poverty immediately takes the form of a wrong done to one class by another. The important question of how poverty is to be abolished is one of the most disturbing problems which agitate modern society (18:141).

These ideas are much the same as held by the different groups today concerning public assistance. They are presented to give an idea of the various ways of thinking about this problem which our generation and probably, even more so, generations to come may have to solve because of the spiralling proportions of recipients of public assistance.

As a famous person is reputed to have said, as he saw a drunken man lying in the gutter, "There but for the grace of God go I."

If each teacher could look at the people who obtain their livelihood via public assistance and think, "What would I be, had my circumstances been less fortunate," a little understanding would develop toward this less fortunate group.

As private citizens, teachers have the right and duty to fight to prevent any kind of mismanagement of public funds by any group or groups. It is one thing to bewail the spendings on assistance to the needy and another to work out a plan that would be feasible. With the steady rise in population and the increase in mechanization, more and more persons for one reason or another will not be able to support themselves. The increase of the young wage earner on assistance in Yakima County during the year 1961 (6:8) is an indication of the trend to less work for unskilled labor. In any society where there is a large proportion of the people faced

with starvation, the security of the more fortunate group becomes threatened. One alternative to this is an assistance program which reduces the threat of starvation to this group of persons.

Whereas the middle class and more secure group may feel the pressure financially, they could be feeling the pressure in a much more frightening way.

As well educated leaders of public opinion, the teacher has a duty to become completely informed concerning all facets of an issue. Too often, a small bit of knowledge is the basis for a very prejudiced opinion. This opinion might be quickly changed were the person wise enough to look into the subject completely.

The teacher is an educator of all children. He must be free of all prejudice. It is hard to prevent a child from knowing how the teacher really feels. A truly informed person is not prejudiced. He has knowledge in its place.

The purpose of this part of this study is to give teachers a sympathetic feeling toward these children and the problems that beset them and their families as a result of their dependency. It is also necessary that the teacher forget that they are members of a dependent group and treat them as individuals with individual problems, only one of which is the dependency of their parents.

Not all people are receiving public assistance for

the same reason. Each family is very different in its own problems. For statistics they can be grouped into certain categories. This does not alter the individuality of the problems.

There are families genuinely unemployed with countless discouraging hours, days, weeks and months of fruitless job hunting.

Then there are the maladjusted family wage earners who are not emotionally capable of holding a job.

The disabled wage earner, the low ability person who cannot compete in the labor market, the unmarried mother with one or more illegitimacies, the family broken through death, desertion, or divorce, and the chronic parasite all make up a segment of the public assistance group.

It is the teacher's job to teach the child (no matter what his background) to be the best person within his capabilities. If the teacher has strong ideas and impressions concerning this group which may subconsciously prejudice his treatment of this child, then the child is going to suffer for the duration of the association with that teacher and perhaps much longer.

The persons who receive public assistance in order to live often are maladjusted. Their antics are quite hard for a middle class person to fathom. Most teachers are from the middle class group. Lee J. Cronbach of the University of

Illinois says:

Among middle class Americans, the good way of life includes ambition, civic responsibility, thrift, cleanliness, striving for education, and respect for truth. In fact, most people going into teaching as a profession have so thoroughly accepted these values that it is hard for them to see how anyone could fail to approve such a code. But other cultures in the world, and some segments of American cultures live with very different values (8:27).

As a contrast, the children from the lower class homes are completely different from children in middle class families. They are in a sense growing up in different cultures. Often this is markedly true of the Public Assistance Family.

The lower class group has little money. Their jobs usually require little training and they are often out of work when a slack season comes. They tend to move from place to place in search of work. They lack property and community ties. Their living quarters are not adequate. Often they populate the tenement districts of a city. The whole life of these people is dominated by a struggle for existence. Religion for them is a consolation rather than a force to do good. The pleasure of the moment is the most important. The future will care for itself. The lower class has relatively little use for the qualities the middle class values.

Therefore, school, with its complete middle class ideology, is difficult for children of this group. It gives them so little that they can understand.

First and foremost a teacher needs a deep understanding or sympathy in dealing with children from this group.

Maybe everyone in the educated group to which the teacher belongs is able to find work. That does not alter the fact that persons with limited skills and education may have a hard time finding steady work. In the Yakima area many of these people depend on fruit work for a livelihood. This is a very seasonal means of earning a living. Often the wages are not high enough that the families could save for the winter of unemployment ahead. Coupled with this is the low educational level which might handicap the spending judgment of many of them.

Mr. Hopkins says that seasonal workers are not such by choice but by necessity. They are victims of industrial activity, and responsibility for their welfare should rest upon industry. But since our society is built on individual initiative, government may not force industry to accept the burden of this responsibility. This fact being an inherent part of our social system, it is incumbent upon society to accept the burden. The public at large, therefore, is obligated to care for the seasonal worker during slack periods, in so far as they are unable to care for themselves (20:151).

He also pointed out the real problem over the State of Washington of seasonality in the economic life as a whole. He said that seasonality of industrial operations is especially significant in the State of Washington. When it is borne in mind that agriculture, subject to extravagant seasonality, is not included in this study, it will become apparent that the whole economic life of the people is vitally influenced by the calendar (20:109).

Ginzberg's study of unemployed families found that in about two-thirds of the families with children living at home, unemployment of the father had adversely affected the physical, emotional, or occupational condition of the children. In larger families, sometimes only one child showed ill effects, sometimes all had been harmed. He also found that every member of an unemployed family had increasing difficulties in adjusting to one another (14:82).

One wonders if the maladjustment of these children might be somewhat due to public attitudes to which children are often extremely sensitive.

At the present epoch of the twentieth century, a new idea toward poverty is becoming more and more accepted by thinking persons. Robert Bremner feels that the idea of want being primarily the result of laziness, thriftlessness, and immorality was widely accepted, but to a considerable body of Americans this view no longer seemed to square

with the facts of real life. In its place there is emerging a moresympathetic attitude toward the poor which frequently descried persons in need as victims rather than as culprits (7:30).

Mr. Bremner pointed out that American authors have reflected the attitudes of the people toward relief of the poor. He feels that twentieth century artists ". . . expressed in graphic terms the democratic spirit that produced the hope and ferment of the age; belief in the primacy of human values, founded in respect and consideration for all men regardless of station in life" (7:30).

The need for prevention of poverty pointed out by Bremner is expensive, even more so than the present program for relief.

He says further:

. . . it costs to produce healthy, skilled, happy, and law-abiding citizen--more than most people realize, more than some are willing to pay....The cost of neglect, including the waste, inefficiency, and disorder it creates, is so astronomical that it can scarcely be reckoned. This cost is one we have never yet fully appreciated (7:205).

Children who are not fortunate enough to have parents whose skills enable them to adequately support their families must be helped to acquire skills and develop personality traits that will help them to be self supporting. Cronback feels that the schools are functioning in such a way that the lower class child is forced to remain in his



own group (8:575). Herbert Smith of the University of Kansas and Lawrence Penny of the State Teachers College at Clarion, Pennsylvania, corroborate this:

It seems very probable that such crucial non-educative factors as family income, parental aspirations, parental education, geography, religion, ethnic groups and race are at work in determining who will succeed well and continue through and beyond high school (30:343).

Since it is important to make education free and open to all for a democracy, we should look into our system and see if "opportunities for school success for many children are at first progressively limited and eventually denied because of insidious and pernicious influence of educationally irrelevant socio-economic factors" (30:342).

This idea could be carried a little further with the question: Are the schools also contributing to the future dependency of children of persons on Public Assistance Rolls?

Education is their main hope. The farther they can progress in school the better the assurance that they will become self supporting adults. It takes amazing ingenuity to keep many of these children interested in school, but it can be done. The low performers are an especially difficult group. Many times their low performance is an indication of school lack more than their own lack.

Gray, a well known psychologist, feels that a good school seeks to provide a program so that a pupil may

satisfy his aspiration of growing up and achieve self-acceptance, self-confidence, and feelings of self-worth. Certain barriers isolate people from social intercourse. When a child is an outsider due to any reason such as parental dependency, racial minority, or perhaps a combination of both, he can not become identified with the group and the learnings he develops are very meager. In order to learn, the child has to identify with the group and feel that he belongs. Gray feels that the child must have success in school as a condition to accepting himself and the conditions of his life with fairly persistent satisfaction (15:132-134).

While there are less jobs that require unskilled laborers, there is an increase of jobs that require highly trained workers. These advances have opened new opportunities and have brought about changes in the structure of society. It is the job of education to help these children fit into the social structure of which they are a part by helping them perfect any skill which they may possess and to prevent, if possible, any children from accepting the niche of dependency.

The Education Policies Commission said, "An inescapable responsibility of a Democracy is the unceasing cultivation of individual talents and capabilities--all the abilities of all the people" (9:7).

Henry George, whose economic philosophy of free competition many persons follow, says:

Mind is the instrument by which man advances, and by which each advance is secured and made the vantage ground for new advances....The narrow span of human life allows the individual to go but a short distance, but though each generation may do but little, yet generations succeeding to the gain of their predecessors, may gradually elevate the status of mankind (11:507).

TABLE I

## READING

Grade level years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
1.4			1	.16
2.6	1	1.52	1	.16
2.7	1	1.52		
3.0			3	.49
3.2			1	.16
3.3			1	.16
3.4			2	.33
3.5	2	3.03	1	.16
3.6			6	.98
3.7	2	3.03	7	1.14
3.8	1	1.52	10	1.63
3.9	4	6.06	5	.81
4.0	3	4.54	16	2.60
4.1	1	1.52	15	2.44
4.2	2	3.03	15	2.44
4.3	4	6.06	17	2.76
4.4	3	4.54	11	1.79
4.5	3	4.54	12	1.95
4.6	2	3.03	15	2.44
4.7	3	4.54	19	3.09
4.8	5	7.58	11	1.79
4.9	3	4.54	10	1.63
5.0	4	6.06	13	2.11
5.1	2	3.03	5	.81
5.2	2	3.03	20	3.25
5.3	1	1.52	20	3.25
5.4	3	4.54	15	2.44
5.5	1	1.52	21	3.41
5.6			12	1.95
5.7	2	3.03	14	2.28
5.8	2	3.03	17	2.76
5.9			16	2.60
6.0	1	1.52	22	3.58
6.1	1	1.52	14	2.28
6.2	1	1.52	14	2.28
6.3			16	2.60
6.4	1	1.52	14	2.28
6.5			12	1.95

TABLE I  
(continued)

Grade level years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
6.6	1	1.52	16	2.60
6.7	1	1.52	9	1.46
6.8			6	.98
6.9	1	1.52	8	1.30
7.0	1	1.52	6	.98
7.1			11	1.79
7.2			8	1.30
7.3	1	1.52	9	1.46
7.4			8	1.30
7.5			7	1.14
7.6			10	1.63
7.7			5	.81
7.8			5	.81
7.9			4	.65
8.0			11	1.79
8.1			8	1.30
8.2			6	.98
8.3			7	1.14
8.4			4	.65
8.5			3	.49
8.6			3	.49
8.7			7	1.14
8.8			6	.98
8.9			6	.98
9.0			2	.33
9.1			3	.49
9.2			1	.16
9.3			2	.33
9.4			3	.49
9.6			2	.33
9.7			2	.33
9.9			1	.16
10.1			1	.16
10.2			1	.16
Totals	66	100.04	615	100.03

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.

TABLE II

## READING

Grade level years and mo	Number receiving	Per cent of group	Number receiving	Per cent of group
1.0 - 1.9			1	.16
2.0 - 2.9	2	3.03	1	.16
3.0 - 3.9	9	13.64	36	5.85
4.0 - 4.9	29	43.94	141	22.93
5.0 - 5.9	17	27.27	153	24.88
6.0 - 6.9	7	10.61	131	21.30
7.0 - 7.9	2	3.03	73	11.87
8.0 - 8.9			61	9.92
9.0 - 9.9			16	2.60
10.0 -10.9			2	.33
Totals	66	100.52	615	95.16

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.

TABLE III  
LANGUAGE

Grade equivalent years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
2.6	1	1.52	1	.16
3.0				
3.2			5	.81
3.3			3	.49
3.4	1	1.52	6	.98
3.5			4	.65
3.6	2	3.03	10	1.63
3.7	1	1.52	8	1.29
3.8	3	4.54	14	2.27
3.9	5	7.58	11	1.79
4.0	6	9.09	13	2.12
4.1	2	3.03	9	1.46
4.2			7	1.14
4.3	3	4.54	15	2.44
4.4	6	9.09	13	2.12
4.5	5	7.58	9	1.46
4.6	2	3.03	11	1.79
4.7	1	1.52	15	2.44
4.8	1	1.52	21	3.42
4.9	4	6.06	17	2.77
5.0	3	4.54	11	1.79
5.1			10	1.63
5.2	4	6.06	14	2.27
5.3			15	2.44
5.4	2	3.03	15	2.44
5.5	2	3.03	14	2.27
5.6	2	3.03	17	2.27
5.7			18	2.93
5.8			9	1.46
5.9	2	3.03	15	2.44
6.0			11	1.79
6.1			16	2.61
6.2	1	1.52	19	3.09
6.3			12	1.95
6.4	3	4.54	14	2.27
6.5			13	2.12
6.6			12	1.95
6.7			16	2.61

TABLE III  
(continued)

Grade equivalent years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
6.8	1	1.52	12	1.95
6.9	1	1.52	7	1.14
7.0			13	2.12
7.1			13	2.12
7.2			8	1.29
7.3			10	1.63
7.4	1	1.52	12	1.95
7.5			10	1.63
7.6			5	.81
7.7			5	.81
7.8			9	1.46
7.9			7	1.14
8.0			5	.81
8.1			5	.81
8.2			7	1.14
8.3			2	.33
8.4			1	.16
8.5			2	.33
8.6			7	1.14
8.7	1	1.52	1	.16
8.8			5	.81
8.9			1	.16
9.0			3	.49
9.1			2	.33
9.2			7	1.14
9.3			1	.16
9.4			2	.33
9.6			3	.49
9.7			1	.16
9.8			2	.33
10.0			1	.16
10.1			2	.33
Totals	66	100.03	614	98.48

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.



TABLE IV  
LANGUAGE

Grade level years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
3.0 - 3.9	13	19.70	62	10.10
4.0 - 4.9	30	45.45	130	22.17
5.0 - 5.9	15	22.72	138	22.48
6.0 - 6.9	6	9.09	132	21.50
7.0 - 7.9	1	1.52	92	14.98
8.0 - 8.9	1	1.52	36	5.86
9.0 - 9.9			21	3.42
10.0 -10.9			3	.49
Totals	66	100.00	614	101.00

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.

TABLE V  
ARITHMETIC

Grade level years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
2.7			1	.16
2.9			4	.65
3.0			1	.16
3.2	1	1.53	4	.65
3.3			5	.81
3.4			3	.49
3.5	1	1.53	4	.65
3.6	1	1.53	1	.16
3.7	2	3.08	6	.98
3.8	6	9.23	9	1.46
3.9	1	1.53	6	.98
4.0	1	1.53	4	.65
4.1	4	6.15	11	1.79
4.2	2	3.08	10	1.63
4.3	3	4.62	16	2.61
4.4	6	9.23	18	2.93
4.5	3	4.62	20	3.26
4.6	2	3.08	13	2.12
4.7	3	4.62	20	3.26
4.8	2	3.08	22	3.58
4.9	2	3.08	21	3.42
5.0	3	4.62	31	5.05
5.1	6	9.23	28	4.56
5.2	4	6.15	33	5.37
5.3	2	3.08	34	5.54
5.4			27	4.40
5.5	3	4.62	30	4.89
5.6	1	1.53	32	5.21
5.7	4	6.15	27	4.40
5.8			23	3.75
5.9			28	4.56
6.0			29	4.72
6.1			10	1.63
6.2			21	3.42
6.3	1	1.53	12	1.95
6.4	1	1.53	7	1.14
6.5			5	.81
6.6			7	1.14

TABLE V  
(continued)

Grade level years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
6.7			5	.81
6.8			11	1.79
6.9			3	.49
7.0			2	.33
7.1			4	.65
7.3			1	.16
7.6			1	.16
7.8			1	.16
8.0			1	.16
8.2			2	.33
Totals	65	99.96	614	99.98

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.

TABLE VI  
ARITHMETIC

Grade level years and mo	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
2.0 - 2.9			5	.81
3.0 - 3.9	12	18.46	39	6.35
4.0 - 4.9	28	43.08	155	25.24
5.0 - 5.9	23	35.39	293	47.72
6.0 - 6.9	2	3.08	110	17.91
7.0 - 7.9			9	1.46
8.0 - 8.9			3	.49
Totals	65	100.01	614	99.98

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.

TABLE VII  
INTELLIGENCE COMPARED

Intelligence quotient	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
62	1	1.28		
67			1	.14
68			1	.14
70			1	.14
71			1	.14
72			1	.14
73			1	.14
74	1	1.28	3	.42
75	1	1.28	1	.14
76	1	1.28	1	.14
77	1	1.28	6	.84
78	1	1.28	1	.14
79	3	3.80	4	.56
80	1	1.28	2	.28
81	2	2.57		
82	2	2.57	5	.70
83	2	2.57	4	.56
84			5	.70
85	1	1.28	1	.14
86	4	5.13	9	1.25
87	2	2.57	4	.56
88	3	3.80	9	1.25
89	2	2.57	5	.70
90	1	1.28	11	1.53
91	3	3.80	11	1.53
92	5	6.42	9	1.25
93	3	3.80	11	1.53
94			12	1.67
95	1	1.28	11	1.53
96	3	3.80	16	2.23
97	2	2.57	17	2.40
98	2	2.57	13	1.81
99	2	2.57	14	1.95
100	2	2.57	13	1.81
101	4	5.13	18	2.51
102	1	1.28	17	2.40
103	2	2.57	23	3.20
104	4	5.13	27	3.76
105	2	2.57	27	3.76

TABLE VII  
(continued)

Intelligence quotient	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
106	1	1.28	23	3.20
107	1	1.28	17	2.40
108	2	2.57	25	3.48
109	1	1.28	21	2.92
110	1	1.28	16	2.23
111	1	1.28	21	2.92
112	1	1.28	26	3.62
113			18	2.51
114			13	1.81
115			26	3.62
116			11	1.53
117			14	1.95
118			19	2.65
119	1	1.28	14	1.95
120			18	2.51
121			15	2.09
122			12	1.67
123			13	1.81
124	1	1.28	6	.84
125	1	1.28	6	.84
126	2	2.57	9	1.25
127			5	.70
128			4	.56
129			9	1.25
130			5	.70
131			6	.84
132			4	.56
133			6	.84
134			5	.70
135			2	.28
137			2	.28
138			3	.42
139			4	.56
140			1	.14
141			1	.14
142			1	.14
145			1	.14
Totals	78	98.57	718	100.18

TABLE VIII  
INTELLIGENCE COMPARED

Intelligence quotient	Public Assistance		Regular	
	Number receiving	Per cent of group	Number receiving	Per cent of group
60 - 69	1	1.28	2	.28
70 - 79	8	10.26	20	2.79
80 - 89	19	24.36	44	6.13
90 - 99	22	28.21	125	17.41
100 -109	20	25.64	211	29.39
110 -119	4	5.13	178	24.79
120 -129	4	5.13	97	12.54
130 -139			37	5.15
140 -149			4	.56
Totals	78	100.01	718	99.04

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.

TABLE IX  
SIZE OF FAMILIES

Number of children	Number of families		Percentage of group	
	Public Assistance group	Regular group	Public Assistance group	Regular group
1	5	43	5.49	5.55
2	5	221	5.49	28.81
3	18	217	19.78	28.00
4	7	150	7.69	19.35
5	24	77	26.37	9.94
6	9	37	9.89	4.77
7	9	11	9.89	1.42
8	4	6	4.40	.77
9	5	10	5.49	1.28
10	3	2	3.30	.26
11	2	1	2.20	.13
Totals	91	775	99.99	100.28

Note: All numbers are rounded off at the fourth place from the decimal before being converted to percentages.



## CHAPTER VI

### FINDINGS, CONCLUSIONS, SUMMARY, AND RECOMMENDATIONS FOR FURTHER STUDY

#### I. FINDINGS

In this study there were 890 students. The records could not be located for 21 students. Ninety one students were in the Public Assistance Group and 778 were in the Regular Group.<sup>1</sup>

The Iowa Basic Test results were used to compare the two groups scholastically. These tests are given during the first part of October each year. The grade level average for these tests when given at this time is fifth grade first month (5.1).

The Regular Group had less than one fifth of one per cent ranking at first grade level in reading, while the Public Assistance Group had no one ranking this low. At second grade level was less than one fifth of one per cent of the Regular Group and 3 per cent of the Public Assistance Group. Fourteen per cent of the Public Assistance Group ranked at third grade level, as did 6 per cent of the Regular Group. The Public Assistance Group had 44 and the Regular group had 23 per cent

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<sup>1</sup>Regular Group indicates non-Public Assistance Group.

achieving on fourth grade level. Twenty seven per cent of the Public Assistance Group and 25 per cent of the Regular Group were achieving at fifth grade level. Achieving at sixth grade level were 11 per cent of the Public Assistance Group and 21 per cent of the Regular Group. Three per cent of the Public Assistance Group and 12 per cent of the Regular Group ranked seventh grade. No one in the Public Assistance Group achieved above seventh grade. The Regular Group had 10 per cent achieving at eighth grade, 3 per cent at ninth grade, and one third of one per cent achieving at tenth grade.

The median achievement for the Public Assistance Group was fifth grade and no months. This was one month below the average expectancy on this test. The Regular Group's median achievement was fifth grade eighth month or about seven months higher than the expected average.

One hundred sixty three children in the Regular Group and 25 children in the Public Assistance Group had no scores in reading.

The median grade level in language for the Public Assistance Group was fourth grade fifth month. This was six months below the expected level of fifth grade first month. The median grade level in language for the Regular Group was fifth grade eighth month. This was seven months higher than the grade level expected for this test.

Approximately 20 per cent<sup>2</sup> of the Public Assistance Group and 10 per cent of the Regular Group were third grade level in language ability. Forty five per cent of the Public Assistance Group were fourth grade level, while only 22 per cent of the Regular Group were fourth grade level. Twenty three per cent of the Public Assistance Group and 22 per cent of the Regular Group were fifth grade level. At sixth grade level, there were 9 per cent of the Public Assistance Group and 22 per cent of the Regular Group. Fifteen per cent of the Regular Group were seventh grade level, while only 2 per cent of the Public Assistance Group were seventh grade level. Six per cent of the Regular Group and 2 per cent of the Public Assistance Group were at eighth grade level. Three per cent of the Regular Group were ninth grade level. Less than one half per cent of the Regular Group were tenth grade level. The Public Assistance Group had no one attaining at ninth or tenth grade level.

One hundred sixty four children in the Regular Group and 25 in the Public Assistance Group had no language scores.

The lowest score for both groups coincided. Five per cent of the regular group had scores higher than the highest score of the Public Assistance Group.

One hundred sixty four of the Regular Group and 26

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<sup>2</sup>All percentages are rounded off to the closest whole number to facilitate reporting.

of the Public Assistance Group had no score in Arithmetic.

As seen by Table IV, approximately 1 per cent of the Regular Group and none of the Public Assistance Group ranked at second grade level in arithmetic. Eighteen per cent of the Public Assistance Group and 6 per cent of the Regular Group were third grade level. Twenty five per cent of the Regular Group and 43 per cent of the Public Assistance Group were working at fourth grade level. Thirty five per cent of the Public Assistance Group and 48 per cent of the Regular Group scored at fifth grade level. Eighteen per cent of the Regular Group and 3 per cent of the Public Assistance Group ranked at sixth grade level. One per cent of the Regular Group were seventh grade level and less than one half of one per cent were eighth grade level while no one in the Public Assistance Group attained to this level.

The median for the Public Assistance Group was fourth grade sixth month or five months below the expected level for this test. The median attainment for the Regular Group was fifth grade fifth month or two months above the expected level for this test.

Seven per cent of the Regular Group went higher than the highest score of the Public Assistance Group. One per cent of the Regular Group went lower than the lowest score of the Public Assistance Group.

Seventy eight of the Public Assistance Group and

718 of the Regular Group had intelligence quotients available (see Tables VII and VIII). Thirteen of the Public Assistance Group and 60 of the Regular Group had not been tested.

One per cent<sup>3</sup> of the Public Assistance Group and one fourth of one per cent of the Regular Group had an intelligence quotient below seventy. A quotient from seventy to eighty was earned by 10 per cent of the Public Assistance Group and 3 per cent of the Regular Group. Twenty four per cent of the Public Assistance Group was between eighty and ninety and only 6 per cent of the Regular Group. Seventeen per cent of the Regular Group and 28 per cent of the Public Assistance Group had an intelligence quotient between ninety and one hundred. Twenty six per cent of the Public Assistance Group and 29 per cent of the Regular Group were between one hundred and one hundred ten in intelligence quotient. **Ten** per cent of the Public Assistance Group and 37 per cent of the Regular achieved an intelligence quotient between one hundred ten and one hundred thirty. Six per cent of the Regular Group achieved above one hundred thirty while none of the Public Assistance Group achieved at this level.

The median achievement was 93 for the Public Assistance Group and 107 for the Regular Group.

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<sup>3</sup>The percentages have been rounded off to facilitate reporting.

Five per cent of the Public Assistance Group had one child in the family, and 6 per cent of the Regular Group had one child. Twenty nine per cent of the Regular Group and 5 per cent of the Public Assistance Group had two children. Twenty per cent of the Public Assistance Group and 28 per cent of the Regular Group had three children. Four children in the family included 19 per cent of the Regular Group and 8 per cent of the Public Assistance Group. The Regular Group had five children in 10 per cent of the cases while the Public Assistance Group had five children in 26 per cent of the cases. Ten per cent of the Public Assistance Group had six children in the family compared to 5 per cent in the Regular Group. One per cent in the Regular Group had seven children and 10 per cent of the Public Assistance Group had this many. Eight children families occurred in 4 per cent of the Public Assistance Group and three fourths of one per cent in the Regular Group. Nine children families made up 5 per cent of the Public Assistance Group and 1 per cent of the Regular Group. Three per cent of the Public Assistance Group and one fourth of one per cent of the Regular Group had ten children. Two per cent of the Regular Group and one tenth of one per cent of the Regular Group had eleven children.

Three families in the Regular Group had no information on the number of children. The report includes 775

families in the Regular Group and 91 families in the Public Assistance Group.

The average number of children in the Public Assistance Group was 4.99. The average number of children for the Regular Group was 3.33.

## II. CHARACTERISTICS OF THE PUBLIC ASSISTANCE GROUP

There were 91 persons in this study who received Public Assistance at some time during the period from September 1, 1959, to June 1, 1960. This was 10.72 per cent of the total group studied.

All the information contained in this portion of the study was obtained through interviews with Workers employed by the Yakima County Office of the Washington State Department of Public Assistance.

The following questions were used in the interview with each Case Worker:

1. What is the educational level of the father?
2. What is the educational level of the mother?
3. What skills does the father have to enable him to make a living?
4. What skills does the mother possess?
5. Is either parent handicapped? How?
6. Were either or both parents of these people on Public Assistance?
7. How long have these people been on Public Assistance?

8. Have they been on steady assistance or only intermittently?
9. What are the attitudes of these people toward their dependency?
10. Are they socially adept?
11. What kind of personality do they have?
12. Are there illegitimacies?
13. Is there promiscuity?
14. What kind of housekeeping?
15. Do they have ambitions for their children?
16. Were they born in Washington State or elsewhere?
17. What was the cause of this dependency?
18. Do they provide firm control of their children?
19. How do they manage their finances?

Some of these questions required the judgment and opinion of the Case Worker. The reader will need to take this into account in using that part of the information.

The median educational level for both the mother and the father was eighth grade. The women, as a whole, tended to have more education than the men. (See Educational Level Table. Appendix A).

Fifty nine men and 76 women were unskilled laborers. Twenty five men and 7 women were semi-skilled laborers. Four men and 2 women were skilled laborers. No information was available for 3 men and 6 women.

Several persons suffered from two handicaps, each



sufficient to prevent them from being self-supporting.

Thirty seven families were apparently free of a debilitating handicap other than low education and/or lack of skills.

Fifty-four families had one or both of the parents suffering a debilitating handicap of one kind or another. The various handicaps are covered in the paragraph concerning causes for dependency.

Thirty three families had either one or both of the grandparents living on some type of Public Assistance now or at some time. It was unknown in 41 cases whether there was any history of public assistance or not because the people were from out of state. Seventeen families had no grandparents on public assistance.

Appendix B attempts to give a picture of the Public Assistance history of this group of persons. Of the 88 people for whom there is information, 64 persons have a high probability of receiving a certain amount of assistance each year. Six families have been receiving some assistance since the 1930's. Thirty five families started receiving assistance in the 1940's. Forty four families were added in the 1950's. From this indication, each ten years may see an increase of assistance over the previous ten years. The reasons given on this chart may not seem to tally accurately with the report of handicaps. The reason for this is that divorce, desertion, or separation

often has severed relationships with the father who suffered from one or several handicaps.

Dependency is relative to intensity. It was not possible to measure the degrees of dependency. Therefore, people who were only somewhat dependent were not counted as being dependent. Twenty two families were felt to be very dependent. It was a combination of a dependent man and woman which made a very dependent family. In the other families one of the parents had some push which balanced the dependency of their partner. In the families involved in rehabilitation there was generally drive to become independent.

Twenty four of these people were described as very socially adept with charming personalities and attractive in appearance. Eight were described as unpleasant to get along with. The remainder ranged from average in personality and appearance to ten who were very unkempt and slovenly in appearance. These ten were also described as very inadequate people socially.

Four of the mothers in this study had one illegitimate child. One mother had two illegitimate children. One mother had three illegitimate children. One mother had four illegitimacies.

Seven of the mothers were considered promiscuous. Five had lived with a man without benefit of marriage. These last

were not considered promiscuous as they confined their attentions to one particular man over a long period of time.

Twenty eight women were found to be very good housekeepers. Eleven women were found to be very slovenly housekeepers. The remainder of the group were either very average in housekeeping ability or their level of housekeeping was unknown.

Twenty four people were anxious that their children get a least a high school education. One family had a daughter who was studying to be a registered nurse. They hoped all of their other children would do as well. The remainder of these people had so many problems that ambition for their children was a very secondary matter.

Forty nine of these people were from out of state. Twenty one persons were natives of Washington. The remainder of the people came from out of state when they were very young.

Thirteen families were felt to be raising very good future citizens. Eighteen families were not raising good citizens. Four of these families had children with arrest records or in the penitentiary. For the remainder of the families there was not enough evidence to make a decision as to the control of the children.

Seventeen families gave strong evidence of very poor management of money. Fifteen families gave evidence of

good management of finances. For the remainder of the families there was not sufficient evidence on their financial management to make a decision.

In 10 families the father was an alcoholic and unable to support his family. In 26 families the drinking of alcoholic beverages was at least a minor contribution toward the dependency. Emotional maladjustment of the father was a contributing factor in 10 families while in 12 families it was the emotional maladjustment of the mother. Fourteen fathers were extremely inadequate to meet the normal problems of living and so were two mothers. Eight fathers deserted their families as did one mother. Seventeen fathers suffered disabilities either temporary or permanent. Seven mothers were disabled in some way. Three fathers were deceased and one mother. Each was ill for some time before their demise and as a result they and their families were dependent. One family was "down on luck" and had to have one instance of temporary assistance. Four families were non-residents. Two men and 2 women were low in intelligence. Two men were sexually perverted. One family had bad management as a major cause of dependency. In 2 cases the children were receiving foster care due to court order because of inadequate parents. One was later adopted. In 22 families the main contribution to dependency was low education and lack of skills. In 21 families it was felt that the number of

children was a factor coupled with low education and lack of skills. In 7 families there was a separation with the father either not contributing at all to the support or being able to make only token contributions. In 26 families divorce constituted a major cause of dependency. The father in several divorce cases contributed some money, but due to his income this money was not adequate for the family to live on and must be supplemented. In 3 families the elderliness of the father was a factor. This information may not tally exactly with Appendix B. In Appendix B the writer listed only the final and major cause for dependency, while the above listed the minor causes also. In more than half of these people low education and lack of skills is obviously a factor in dependency, but sometimes other factors appeared so much stronger that they were listed instead.

Those persons who are receiving Rehabilitation are the ones who show aptitude for some skill and receive training in that skill. Sometimes they are given college training. Mr. H is receiving college training. He was severely burned and as a result was unable to pursue his former occupation. He showed high ability and is now attending college. He is described as very capable and a man who has always had a good job. This family had difficulty adjusting to the fact that they must live on Public Assistance. The children are very good students at school and

are being raised with the expectation of attending college. This family is not satisfied with being supported by the Welfare Program and are making very conscientious and sustained effort to regain independence. For most of the people in this group, college is out of the question due to their low educational background.

Seven of this group participated or are participating in Rehabilitation. In only one case did the father prove unworthy. This father had five children. He suffered an injury to his back and received rehabilitation training. He was again on the assistance roles and again received Rehabilitation. This time he had his children do his door to door salesman job while he sat in the car. He is described as soft, overweight, and a very good talker. He continues to get settlements from the Labor and Industry Board. All indications point to getting by with no work. He is not allowed assistance at the present time.

An apparently successful Rehabilitation was the Y family. Mr. Y was having emotional problems. He was given twenty four months training and obtained a very good job. Mrs. Y was described as a very good mother with the strength that held the family together. Upon severing relations with the Public Assistance Department, these people wrote a letter to thank them.

Alcohol might be called a cause or a result. One

family with this problem in both the mother and the father has also the handicap of elderliness in the father. Along with this they are colored, with very low education and no skills. The five children give indications, as young as they are, of being juvenile delinquents. They were sent to Summer Camp by the Public Assistance Department. This seemed to benefit the oldest girl somewhat. This mother and father can not hope to be self-supporting no matter how much they might want to be.

In the Z family the father is an alcoholic. He was in the hospital with delirium tremens. He is described as quiet, easy to talk to, and likeable. He is very dependent, would like to be independent, but lacks the body chemistry. Mr. Z is accident prone and recognizes that he is an alcoholic. Mrs. Z is very dependent. They had no plans for their children and were satisfied as is. The whole family is apparently well adjusted to dependency.

Mr. D is able to get good jobs when he is ready, but loses them when he is drinking. He is a good worker when he's sober but quite indifferent about supporting his family. Mrs. D is heavy set and fearful of a heart condition. She considers herself nervous and not too strong. She is a very plain looking woman, but always neat and clean. She is firm with her children. The money that she receives from Public Assistance is better than she has ever had. She is not

demanding of anything extra. If her children go through high school, it would be more than she'd expect. She is a very righteous person.

Mrs. M is an English war bride. Mr. M is a Mexican alcoholic with a 50 per cent war incurred disability. He is very abusive when drunk, but a charming person when sober. They are now separated. She is described as being of a delightful cockney type. She is reserved but extremely loving to her children. She was a Den Mother in Cub Scouts and adores her children. In appearance she is immaculately clean with bad teeth and white bristly hair. She was described as looking like a witch. She has high standards of education for her children and is looking to the future. Her daughter is in nurses' training.

Mr. F is an Indian, described as a very dependent person who does not look forward to self sustenance. His daughters all suffered emotional damage due to his treatment of them while he was drunk. One is in Medical Lake, the other in a foster home. His mother used to hide him so he'd escape his own father's drunken rages. He repeated the pattern. Mrs. F deserted the family and is not on Public Assistance at this time. Both parents of Mr. and Mrs. F were on Public Assistance. Mr. F receives Disability Assistance due to a heart condition and his child involved in this study is in a foster home. He has no



ambition for his children.

Emotional problems in either a husband or a wife can be an extreme handicap because they often take precedence over all other phases of existence. These emotional problems are many and vary from individual to individual.

The mother in the Q family was not emotionally stable. She left the father and finally divorced him, claiming that he would not allow her to have children. The had several to disprove this. The father contributed seventy five dollars a month support and the balance of their livelihood was obtained from Public Assistance. Mrs. Q was very promiscuous and had two illegitimate children after her divorce. She is a very warm, affectionate, and good mother to her children. She received Rehabilitation and became self-supporting. She seems to be improving emotionally with independence.

One father deserted before each of his five children were born. He was also extremely abusive during pregnancy. He had not the emotional maturity for his legal status as an adult.

Another father had been an officer in the Army. When he tried to face life as a partially disabled veteran, without the status he had previously enjoyed, he was unable to do so. His family is large. His education is low and he has no skills other than Army experience. The children

and wife have lost respect for him. His two older children are in foster homes due to delinquency. This family needs further help than just sustenance.

Mr. N was pronounced to be "psychologically and emotionally inadequate." He has delusions of grandeur and of persecution. In the Armed Services Hospital he was diagnosed as suffering from a "disturbed and confused state." His behavior is abnormal. He has somatic symptoms and feels unable to work. He is unable to support his family. He is now working at a job which pays fifty dollars a month. That was felt to be all he was worth. Mrs. N has a speech defect to the extent that one can't understand her. She was severely burned as a child which affected her speech and hearing. The children boss the home. Mrs. N is a very poor housekeeper but she cans and bakes to stretch the finances. Mr. N manages the money and very poorly. This family can't manage on the grant from Public Assistance. The children beg in the neighborhood. They expect help and ask for it. Since they have moved to a better house in a better part of town they have improved in neatness and appearance.

One mother was emotionally immature. She divorced her husband for vague reasons. Her ex-husband pays seventy five dollars support and is raising one of their four children. This mother is very pretty, very fragile and

delicate looking. She does not associate with men at all. Housekeeping is a problem to her but her appearance is immaculate with blouse, lipstick, and fingernails to match. She is extremely dependent and tested low in everything when she was considered for rehabilitation.

Both the father and the mother had emotional problems in this family. The mother went out and became pregnant by a man other than her husband. This upset the husband to such an extent that he lost his job. His self confidence was very shaken. He also had a congenital deformity of the back to contend with. This family is now self supporting and attempting to work out their problems.

Mr. B felt that the money he earned was for his own exclusive use. He felt this so strongly that he preferred jail to paying support. Mrs. B was very well adjusted. She had had a hard time and was very grateful for the help she received. She was partially self supporting for a time, but the Public Assistance Department felt that she needed to be home until her children were a little older. She is very ambitious person and will work if possible. She is anxious that her children get a good education. The prediction is that this family will grow up to be self supporting.

Mr. T was described as hard working, too thin, illiterate, and a proud man. He can't read numbers but can make change. His family makes fun of him because he's illiterate.

He would like to be independent but is a Casper Milquetoast type with feelings of inadequacy. Mr. T is quite an intelligent woman and with her fourth grade education manages all their business. She is aggressive and the boss in the home. Three older children have been winter assistance as young marrieds. Mr. T will never be independent due to the size of his family (nine children), his lack of education, and his lack of a skill.

One family of ten children show a pattern of winter assistance since 1946. The integrity of the father was questionable. He falsified reports. He was hard to motivate to work, but as a family they were not demanding. One of the sons is in the penitentiary.

The G's were from an above average economic level. They had filed bankruptcy. They had many bills and were extremely in debt owing to Mrs. G's illness, plus poor planning and buying more than they could afford. They were anxious that their children receive a good education. It was felt that they departed from the Public Assistance Program to self sufficiency with a more realistic attitude toward the management of finances.

The A's are no longer receiving aid from Public Assistance. This family was one of the very few who apparently faked a need to get as much as they could. The mother had the equivalent of a year of college, but the

father was unskilled, with only a fourth grade education. They had a very nice home and very well mannered children.

Mr. C was very hostile to the Public Assistance Department. He accepted his responsibilities and had a good relationship with his family. He has not had any formal education, has no skills, and is colored. Mr. C works most of the time as does Mrs. C. They received Assistance only intermittently. Both want their children to have a high school education and good marriages. His record of employment indicates that the family looks forward to independence and self support. He resents having to have any assistance at all.

The next family of nine children is also colored, with low education, but the father is a landscape gardener. He is considered a good "work rustler." He was felt to be a person of "low education who does the best he can with race and ability."

There are seven children in the K family. The furniture was literally torn to pieces and the house was ill-kept. The children were dirty and undisciplined. Mr. K works quite steadily, and when he is out of work he receives unemployment compensation. This is not adequate for the family to live on and must be supplemented by some type of Assistance. There has been a new baby each year with the ensuing medical expense. This family was talked to by the Planned Parenthood

Group.

One father is a spastic who was out of a job after having worked fourteen years in one place. Another father is elderly with arthritis. A third father is elderly and disabled because of an accident. This listing could go on. Each family has its problems due to the disability of the father or mother. Each family is unique in its reactions to the handicap of its member.

Mrs. L was a divorcee. She has taken training in the Rehabilitation Program and is now supporting herself and two children. The father sends some money also.

Mrs. H was also a divorcee with three children. She was very dependent, with no desire for independence. She was very attractive and was mostly interested in remarriage. She is now remarried and not on Public Assistance.

One mother with six children and history of three marriages and divorces was "too neurotic to think constructively of plans for the future." She was self-centered, with much psychomatic illness. Her parents were on Public Assistance and her mother was extremely neurotic.

Another family was deserted by the father. The mother does not work. She was considered an excellent manager. She fed her family of seven children on as low as \$42.97 some months. She makes no demands at all. She keeps her children well dressed and clean, and they appear to be

adequately fed. Her house is very neat and clean. Although she is careless about her appearance, she is always neat, clean, and mended.

Mrs. U was separated from her husband. They are a Mexican family. All of their children are bright and excel in school work. Mrs. U is honest and reports all extra income to the Department of Public Assistance. She is firm with her children and provides them with a clean, comfortable home, albeit poor. Mr. U sends some sort of support to Mrs. U at all times that he can (usually about ten dollars a week). She has ambitions for her children and feels that the Armed Services is the best thing for them after high school. She wants to be on Public Assistance. She never complains, but takes what is given.

Mrs. V was very bitter about the way her marriage worked out. She was quiet and reticent. She is taking Rehabilitation and is anxious to be able to support herself and four children. The father sends eighty dollars a month when he works.

In this next family there are five children. Mr. E brought his former wife home to stay with the present wife. The present wife objected so he left home and remarried his former wife. He had a first grade education and no skills. The family with him at home had been receiving Assistance intermittently since 1945. In 1953, when he

left, this family became a steady Assistance family. Mrs. E is a dirty housekeeper and very careless about her appearance. She is extremely good-natured and seems to understand her children. She has had one boy friend for several years. Her daughters became pregnant and left school before they were through. All are conforming to her pattern. She is very happy with life as it is.

The preceding families were selected to give the reader an opportunity to see these people as real people rather than statistics. Only a small part of their story was presented. It is hoped that the reader could see the variety of problems that beset people to cause them to lose their independence and realize that there is no typical welfare family. Most of these people have a self-supporting counterpart in the acquaintanceship of most everyone.

### III. CONCLUSIONS

It must be noted that approximately one third of the Public Assistance children indicate the ability to achieve above average work. Slightly over half of these boys and girls indicate achievement ability of low average or average work. Only slightly over one tenth indicate real problems for normal achievement. In the non-Public Assistance Group these low achievers were less by only 3 per cent.

The Achievement Test results indicate the achievement



for this group to be at the probable expectation in light of the intelligence quotients. The achievement was somewhat low as a group. It is certain segments of the group that show promise of high calibre work.

When we think that the average educational level of the fathers in this group was sixth grade eighth month and for the mothers was eighth grade fifth month, we realize that these children have all expectation of surpassing their parents in education achievement. Many of these children have already done so.

This group of children is a challenge educationally to the teacher. The higher they can advance scholastically and, in grade, the more reduced are the chances of their following in the paths of dependency.

#### IV. SUMMARY

The aim of this study was to determine if the Public Assistance Group of children differed scholastically and intellectually from the children whose parents were not on Public Assistance. The study wished to point out the characteristics of the Public Assistance families included in the study and to point out the educational implications for this group.

Grade level equivalent scores from the Iowa Basic Skills Tests, Form L, and intelligence quotients established

by the California Tests of Mental Maturity were used for comparison of the two groups. Per cent of each group achieving at each level was tabulated. Tabulation for each grade level and intelligence quotient revealed the following:

1. In reading, language and arithmetic, the Public Assistance Group tended to be lower than the Regular Group.
2. The intelligence quotient of the Public Assistance child tended to be lower than that of the non-Public Assistance child.
3. The parents of the Public Assistance children were handicapped by low education and lack of skills.
4. There was no typical Public Assistance person. The group consisted of varied people with varied problems.
5. While these children tend to be lower than the Regular Group, only a small percentage of them were extremely low achievers.
6. Most of this group of children were able to achieve in the low average to average category.

The literature relative to the problem of the poor--historically, economically, socially, and educationally--was presented to give a perspective of the total situation.

## V. INDICATIONS FOR FURTHER STUDY

There is very little information concerning the Public Assistance Group in relation to their mental ability and school achievement. Some studies have been made of the families and their different characteristics. These studies were made in the East. The author could find no studies of this group of persons as a part of the Western United States. This group's characteristics could vary greatly from one portion of the United States to the other.

Many more studies need to be made of this group before any definite generalities could be made concerning their characteristics, abilities, and achievements.

Public Assistance, as such, is about thirty years old and the time is now ripe to find out about this group. A thoroughly understood situation is one step closer to being solved.

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## **APPENDICES**



## APPENDIX A

## EDUCATION LEVEL OF PARENTS ON PUBLIC ASSISTANCE

Number of years schooling	Men number	Percentage of total	Women number	Percentage of total
	6	11.11		
5 days	1	1.85		
1	1	1.85		
2			2	3.28
3	3	5.56	1	1.66
4	3	5.56	1	1.66
5	1	1.85	2	3.58
6	6	11.11	7	11.48
7	5	9.26	6	9.84
8	13	24.08	15	24.59
9	3	5.56	3	4.92
10	2	3.70	7	11.48
11	1	1.85	7	11.48
12	9	16.67	6	9.84
13			2	3.28
Bus. College			2	3.28
Totals	54	99.91	61	100.37

Note: There was no educational information available for 37 men and 30 women.

Note: These figures were rounded off at the fourth place from the decimal.

APPENDIX B  
PUBLIC ASSISTANCE HISTORY

	From	To	Characteristic	From	To	Characteristic	Present Reason
1.	1933	present	winters				seasonal worker
2.	1933	"	steady				disability
3.	1934	"	intermittent steady				between marriages
4.	1935	"	intermittent then steady				disability
5.	1937	"	intermittent-steady				between marriages
6.	1937	"	winters				seasonal worker
7.	1940	1955	intermittent	1955	present	steady	divorce
8.	1941	1951	intermittent	1951	present	steady	divorce
9.	1941	present	steady				blind
10.	1944	1955	intermittent	1955	present	steady	separation
11.	1945	1957	steady	1957	present	intermittent	seasonal worker
12.	1945	present	intermittent				injuries
13.	1945	1960	intermittent	1960	present	steady	separation
14.	1945	1953	intermittent	1953	present	steady	inadequacy

APPENDIX B (continued)

	From	To	Characteristic	From	To	Characteristic	Present reason
15.	1945	present	winter				seasonal worker
16.	1946	1951	intermittent	1951	present	steady	desertion
17.	1946	1960	winter				seasonal worker
18.	1946	present	winter				seasonal worker
19.	1947	1960	some winters				seasonal worker
20.	1947	1959	intermittent	1959	present	steady	death of father
21.	1947	1960	steady		(given rehabilitation)		now self supporting
22.	1947	1959	steady				now remarried
23.	1947	1957	intermittent	1957	present		divorce
24.	1947		once	1958	present	winters	seasonal worker
25.	1947	1960	intermittent				Mrs. now supports
26.	1947	present	steady				inadequate people
27.	1947	1954	intermittent	1955		steady	inadequacy
28.	1947	present	steady				alcoholism of father

APPENDIX B (continued)

	From	To	Characteristic	From	To	Characteristic	Present reason
29.	1948	present	intermittent				seasonal worker
30.	1948	1956	intermittent	1956	present	steady	aid to step-children
31.	1948	1954	intermittent	1954	present	steady	emotional malady of father
32.	1948	present	winters				seasonal worker
33.	1948	1959	intermittent	1959	present	steady	Old Age Assist.
34.	1948	present	steady				divorce
35.	1948	present	steady				separation
36.	1948	present	intermittent				seasonal worker
37.	1948	present	intermittent				low income worker
38.	1949	1957	intermittent	1957	present	steady	inadequate man
39.	1949	1959	intermittent	1959	present	steady	separation
40.	1949	1959	steady				now remarried
41.	1949	present	on frequently				low income
42.	1950	1958	steady	1958	present	intermittently	marriage to low income worker

# APPENDIX B (continued)

	From	To	Characteristic	From	To	Characteristic	Present reason
43.	1950	1961	steady			now self supporting through rehabilitation	
44.	1951	present	intermittent				low income worker
45.	1951	1955	steady	1955	1960	intermittently now has steady job	
46.	1951	1956	intermittent	1956	1960	steady	now remarried
47.	1951	1961	steady (because of divorce)			rehabilitated now employed	
48.	1951	1952	medical	1952	present	steady	divorce
49.	1951	present	steady				disability
50.	1952		steady	1956	1959	steady	injuries
51.	1952	1954	intermittent	1954	1959	steady	father now supporting
52.	1953	present	winters				seasonal worker
53.	1953	present	intermittent				between marriages
54.	1953	1961	intermittent				low income
55.	1953	present	winters				seasonal worker
56.	1953	present	winters				seasonal worker

APPENDIX B (continued)

	From	To	Characteristic	From	To	Characteristic	Present reason
57.	1953	1959	winter	1959	present	steady	death of father
58.	1953	1958	winter	1958	present	steady	separation
59.	1953	present	winter				seasonal worker
60.	1954	present	steady				disability
61.	1954	1956	intermittent	1956	present	steady	inadequacy of father
62.	1954	present	steady				emotional maladjustment
63.	1955	present	steady				cancer and death of father
64.	1955	present	steady				divorce
65.	1955	present	steady				desertion of father
66.	1956	present	intermittent				low income worker
67.	1956	1959	steady				now self- supporting
68.	1956	present	intermittent				low income family

APPENDIX B (continued)

	From	To	Characteristic	From	To	Characteristic	Present reason
69.	1957	present	steady				divorce
70.	1957		temporary assistance	1960	present	steady	desertion
71.	1957	1958	intermittent	1958	present	steady	disability
72.	1957	1960	steady			(off now Vet. Pension raised)	disability
73.	1957	1959	steady				rehabilitation
74.	1958	1959	steady				remarried
75.	1958	1961	steady				rehabilitation
76.	1958	present	winter				seasonal worker
77.	1958	present	steady				divorce
78.	1959		14 days				emergency
79.	1959		7 days				emergency
80.	1959	present	steady			(rehabilitation)	injury
81.	1959		3 months				non-resident
82.	1959	present	steady				divorce
83.	1959		10 days				emergency

# APPENDIX B (continued)

From	To	Characteristic	From	To	Characteristic	Present reason
84.	1959	6 months				T. B. of parent
85.	1960	non-resident				shipped home
86.		foster care				adoption
87.	2 years	steady				now employed

Note: Each entry is one family. Information on three families was not obtained.